



**Office of Education
Performance Audits**

**FINAL REPORT
FOR
RANDOLPH COUNTY SCHOOL SYSTEM**

APRIL 2011

WEST VIRGINIA BOARD OF EDUCATION

INTRODUCTION

- The West Virginia Board of Education Office of Education Performance Audits (OEPA) conducted an announced Education Performance Audit of the Randolph County School District February 25 – 28, 2008. Inclement weather necessitated the audit be extended to March 2008.
- The Education Performance Audit Report was presented to the West Virginia Board of Education May 14, 2008. The State Board requested that Randolph County submit a corrective action plan for the areas identified by the Education Performance Audit Report. The State Board further instructed the OEPA return to the Randolph County School District within 90 days to check the progress of Randolph County in implementing their corrective action plan.
- The OEPA returned to Randolph County October 6 - 10, 2008 to conduct a progress review. The purpose of the review was to examine Randolph County School District's progress in meeting the standards required by State Code and West Virginia Board of Education policies.
- An Education Performance Audit Progress report was presented to the West Virginia Board of Education at the December 2008 meeting. The report established that limited progress had occurred in the Randolph County School District since the initial February and March audits. Furthermore, continuing and additional issues were reported and the school system failed to comply with State Code and West Virginia Board of Education policies.
- In December 2008 the State Board determined that extraordinary circumstances existed in the Randolph County School District and declared a state of emergency and placed the county on Nonapproval status.
- According to W. Va. Code §18-2-E-5(p)(C), the State Board appointed a team of improvement consultants to provide recommendations for correcting the state of emergency and gave Randolph County six months to show progress in correcting the deficiencies before the State Board intervened in the operation of the school system.
- An OEPA Team returned to Randolph County October 20 – 23, 2009 to ascertain that the county school system had demonstrated substantial progress in correcting the deficiencies in the December 2008 Education Performance Audit Report. School teams also reviewed Elkins Middle School, Harman Middle/High School, Pickens Elementary /High School, and Tygarts Valley Middle/High School to determine that Randolph County and the schools had corrected deficiencies in the December 2008 report.

- The OEPA Team reported that the Randolph County School System had corrected almost all the deficiencies reported in the December 2008 Progress Report.
- In December 2009, the West Virginia Board of Education granted Randolph County Full Accreditation status with the provision that the OEPA conduct an Education Performance Audit in the fall of 2010 of the deficiencies that had not been corrected.
- An Education Performance Audit Team returned to Randolph County February 15, 2011 to conduct an audit of the few deficiencies that had not been corrected from the December 2009 Progress Report.

This Randolph County Education Performance Audit Report includes recommendations and findings from the December 2009 report and the Team's comments from the final Education Performance Audit.

EDUCATION PERFORMANCE AUDIT TEAM LIST

Office of Education Performance Audits Team Chair – Dr. Donna Davis, Deputy Director

NAME	TITLE	COUNTY	CATEGORY
Robyn Fitzsimmons	Director of Personnel	Marshall County Schools	Personnel – Hiring/Licensure
Conrad Lucas	Treasurer/CSBO	Cabell County Schools	Finance
Carroll Staats	President, County Board of Education	Jackson County Schools	Evaluation

7.4. REGULATORY AGENCY REVIEWS.

7.4.1 Regulatory agency reviews. Determine during on-site reviews and include in reports whether required reviews and inspections have been conducted by the appropriate agencies, including, but not limited to, the State Fire Marshal, the Health Department, the School Building Authority of West Virginia, and the responsible divisions within the West Virginia Department of Education, and whether noted deficiencies have been or are in the process of being corrected. The Office of Education Performance Audits may not conduct a duplicate review or inspection nor mandate more stringent compliance measures. (W.Va. Code §§18-9B-9, 10, 11, 18-4-10, and 18-5A-5; Policy 1224.1; Policy 8100; W.Va. Code §18-5-9; Policy 6200; Section 504, Rehabilitation Act of 1973 §104.22 and §104.23; Policy 4334; Policy 4336)

Finance

PROGRESS REVIEW (October 2009)

The Team reported the following issues.

<u>Confirming Purchase Order</u>	<u>Funding Source</u>	<u>\$ Amount</u>
<u>WAL-MART CARD</u> 20100296	Local	\$72.01

Consumers Sales Taxes

Consumer Sales Tax was paid on one purchase made with the Diners' Club credit card 7/27/2009 (invoice reference number 2677476240265) in the amount of \$ 14.73.

Supporting Documentation for Credit Card Purchase

W. Va. Code §12-3-18 states:

It shall be unlawful for any county court, board of education or the council of a municipal corporation, or other body charged with the administration of the fiscal affairs of any county, school district, independent school district or municipality, to pay any claim for services rendered or materials furnished unless an itemized account therefore is filed by the claimant covering the claim. Such account shall be itemized in detail, and shall show, among other things, the following: If the claim is for services, it shall show the kind of service, the dates when same was performed and the name of the person performing it; if the claim is for material or supplies furnished, the claim shall show in detail the kind of material or supplies, the quantity, dates of delivery and to whom delivered

At least one credit card purchase (Toshiba.com 9/14/09) did not meet the documentation criteria established in W. Va. Code §12-3-18.

The treasurer developed and disseminated instructions for invoice processing. After discussions he believes he needs to define what qualifies as an invoice.

Final Review (February 2011)

COMPLIANCE. The Team examined several transactions and payments made with a Diners' Club credit card and found adequate documentation that purchases met the criteria established in the W.Va.Code.

Facilities

PROGRESS REVIEW (October 2009)

Progress. The Randolph County School District has resolved the immediate health, safety, and maintenance issues. However, long term facility issues will need to be included in the Ten Year Comprehensive Educational Facilities Plan (CEFP) and funding will be necessary for the long term facility needs.

Final Review (February 2011)

The Randolph County School District has continued the steady and persistent county facility maintenance and repair program. These facility accomplishments are listed below.

Coalton Elementary School

1. Correction of acid mine drainage on school property.
2. Replaced damaged vents.
3. Repaired drain lines in the basement.
4. Closures placed on kitchen doors.
5. Safety handrails and screen added to basement stairs.
6. Emergency lighting installed.
7. RV windows installed.
8. Proper signage added to all facility areas.
9. Repaired sidewalk to main entrance.
10. New Ancil fire suppression hood in cafeteria.
11. Replaced damaged ceiling tiles.

Harman Elementary/High School

1. Replaced and repaired all interior door frames.
2. New American Disabilities Act (ADA) approved ramp in main hallway.
3. New ADA handrails and screen for outside steps.
4. Proper signage added to all facility areas.
5. Corrective action for vocational agriculture shop equipment.
6. Air conditioning added in elementary area for burn victim.
7. Installed new dishwasher.

Pickens Elementary/High School

1. Roof repair and gutter replacement.

Beverly Elementary School

1. New two hour separation for fire protection.
2. New bleachers in the gymnasium.
3. New gutter and drain repair in Pre-Kindergarten (PK) area.
4. Installed free standing Air Conditioning (AC) units and ventilation.
5. Installed handrails to stairs in the gymnasium.
6. Demolished Pritt House.
7. Landscaped property.
8. New dumpster pad.
9. Capped old water well.
10. Installed emergency lighting.
11. Installed new dishwasher.

Jennings Randolph Elementary School

1. Installed back flow prevention device on water system.
2. Upgraded sprinkler valve on fire suppression system.
3. American Disabilities Act (ADA) upgrade of sidewalk.
4. Replaced damaged ceiling tiles.
5. Installed new heating units in rest rooms.

Elkins Third Ward Elementary School

1. Repaired sidewalk.
2. Playground improvements.
3. Replaced damaged ceiling tiles.
4. Installed a new oven in the kitchen.

George Ward Elementary School

1. Complete electrical and Instructional Technology (IT) upgrade.
2. Replaced two roof top heating, ventilation, and air conditioning (HVAC) units.
3. Replaced damaged ceiling tiles.
4. Installed a new oven in the kitchen.

Homestead Elementary School

1. Renovated computer laboratory.
2. Repaired outside soffit and fascia.
3. Repaired gymnasium floor.
4. Demolished Dahmer House and landscaped the area.

Midland Elementary School

1. Replaced roof/School Building Authority (SBA) project.
2. Landscaping.
3. Repaired fire alarm system to meet National Fire Protection Association (NFPA).
4. Replaced damaged ceiling tiles.

North Elementary School

1. Completed fencing for playground enclosure.
2. Repaired sidewalk.
3. Installed a new dishwasher.
4. Replaced damaged ceiling tiles.

Valley Head Elementary School

1. Safety features for propane tank completed.
2. Placed proper signage for safety around school.
3. Electrical panels replaced.

Elkins Middle School

1. Completed SBA renovation of entire school.
2. Removed old and damaged trees.
3. New on-line HVAC system.
4. Repaired walkways and sidewalks.
5. ADA upgrade to sidewalks.
6. Purchased new athletic lights for softball field.

Tygarts Valley Middle/High School

1. Completed safe routes to school bus loop.
2. New athletic field lights for baseball and football fields.
3. Renovated scoreboard.
4. Remodeled concession stand and classroom near the gymnasium.
5. New phone system.
6. Installed emergency lighting.
7. Various electrical upgrades in certain area of the building
8. Replaced damaged ceiling tiles.
9. Sports netting for athletic field.

Elkins High School

1. Secured theatre stage area lights.
2. Installed new carpet in media center, auditorium, and choir room.
3. Installed fire suppression system caps.
4. Replaced damaged ceiling tiles.
5. Replaced pumps on HVAC system.

Randolph Technical Center

1. New dust collection system installation in progress.
2. Installed new fire alarm system.
3. New school sign in progress.
4. Replaced damaged ceiling tiles.

Wimer Stadium

1. New athletic field lights.
2. Demolished the old Elkins High School.
3. Renovated press box.
4. New sound system.
5. Paved parking area.
6. Installed security fence.
7. Electrical upgrade of entire area.
8. Landscaping.
9. New heating systems in bus lounge and maintenance shop.
10. Replaced monument in front of stadium for re-dedication services.

Randolph County was successful in passing a levy in which a specified portion of the funds were dedicated to maintaining and upgrading the county's schools. This will be critical in meeting continuing health, safety, and maintenance needs.

7.6. PERSONNEL.

7.6.1. Hiring. County boards follow hiring practices set forth in W.Va. Code. (W.Va. Code §§18A-4-7a, 18A-4-8, and 18-2E-3a)

PROGRESS REVIEW (October 2009)

Partial Compliance

- 1.1. The Team reviewed all professional personnel posting and files from July 2009 until the October 2009 review. Evidence was found that the criteria in W. Va. Code §18A-4-7a was applied in selecting the most qualified applicant. The bid forms were cumbersome and difficult to locate information, but the forms did request the information required for both sets of criteria as listed in W.Va. Code.
- 1.2. Specialized training was not being listed on the postings, but it also was not being counted as part of the scoring during the interview.

Final Review (February 2011)

COMPLIANCE. The Team found that a curriculum team had reviewed and rewritten job descriptions to identify the needs of the positions. When specific trainings were not required or listed on the posting, the criteria “relevant specialized training” was not considered when hiring.

Recommendation (October 2009). The Team recommended that the personnel director refer to the school and county strategic plans to determine the training needed for each position posted and enlist the assistance of the principal to identify the training needed for the position.

RECOMMENDATION FOLLOWED (February 2011). The Team found that a curriculum team had reviewed and rewritten job descriptions to identify the needs of the positions.

- 1.3. There were some regular employee bid sheets in which the employee did not complete the information required on the form. They put their name and address on the form but did not list information on each of the criterion. The personnel director would then pull the files for each regular employee who failed to provide the information and search for the information. It is the employee’s professional responsibility to provide the information requested on the bid sheet if they want to be considered for the position.

Recommendation (October 2009). The Team recommended that the personnel director contact the employees that did not complete the form and give them the opportunity to correct it. If they do not complete the form the personnel director would be compelled to judge the applicants' qualifications for the job on the information provided.

Final Review (February 2011)

RECOMMENDATION FOLLOWED. The Team found that applicants who had not filled out the bid forms properly were contacted to submit the required information.

6.6 (October 2009) The only noncompliance found was that the second set of criteria was being used to determine the most qualified applicant for mentor positions. These are not classroom teaching positions; therefore, the second set of criteria should not be applied.

Final Review (February 2011)

COMPLIANCE. The Team found that mentor positions were being filled according to the criteria in county policy. The second set of criteria was no longer being used.

Progress Review (October 2009)

Recommendation. The Team recommended that the personnel director electronically contact personnel directors in the State through the list serve when looking for certified teachers in special areas and request them to direct any prospective teachers to contact Randolph County Schools.

Final Review (February 2011)

RECOMMENDATION FOLLOWED. The Team found evidence that the personnel director actively searched for qualified personnel using the personnel director listserve, attended job fairs, used the county and West Virginia Department of Education (WVDE) job website and worked with the WVDE to locate teachers through the Transition to Teaching program.

Service Personnel

PROGRESS REVIEW (October 2009)

Partial Progress

The service personnel seniority list for both regular employees and substitutes needed to be kept up to date and maintained. The substitute service seniority list appeared to be maintained by the substitute calling secretary rather than the personnel office. The regular employee seniority list is published twice a year as required by West Virginia Code, however, names were omitted that were hired prior to the published date. Some regular employees' names could not be found on either regular or substitute employee seniority list. The form on the outside of the posting file would have the seniority date written beside the name of each candidate, but the Team was not sure where the seniority date was found.

Provided that the seniority dates written beside their name was accurate, the Team found that the process for hiring the correct employee was consistent with W. Va. Code §18A-4-8b. A written county policy or procedures was not found.

Final Review (February 2011)

COMPLIANCE. Service personnel seniority contained the appropriate information and the list is updated twice a year as required by W.Va.Code.

PROGRESS REVIEW (October 2009)

Partial Compliance

"Aide" postings were posted as "Aide" for all postings the Team reviewed. The problem that has occurred is the Legislature changed W. Va. Code §18A-4-8b(d)(3) & (4) to require counties to post aide positions specific to the duties they would be required to perform. This actually changed requirements back to the way the county previously posted the aide positions.

Also within the change in W. Va. Code §18A-4-8b(d)(3) & (4), all custodian positions must be posted with the specific shift times. Several custodian postings had only "afternoon or "evening" shift. The exact shift times should be listed on all custodian posting. Postings SP# 11, 22, 26, & 35 did not have a time or shift listed.

Final Review (February 2011)

COMPLIANCE. Custodian and aide positions were posted with the times and duties to be performed.

The personnel office was following the OEPA report, but the law changed in June of 2009 that required the postings to be specific which was the way Randolph County had been posting prior to the OEPA recommendation. West Virginia Code must be followed.

Final Review (February 2011)

COMPLIANCE. Service personnel posting were posted with the information required in W.Va. Code.

PROGRESS REVIEW (October 2009)

Partial Compliance

The Coaching Database had been well-maintained and kept up-to-date. The Team did not find any certification issues. Only one instance was noted in which a teacher had not documented required training and verification of approval by the College Board to teach an advanced placement (AP) course.

Randolph County- October 2009

County-School	Educator Name	Courses/Content Teaching	Certification/Status	Findings	Recommendations
075-503	Comment Educator	30311 AP Calculus	Math certified	No documentation of AP Training for Math and/or Verification of approval by College Board	Submit documentation of AP training and College Board approval

Final Review (February 2011)

COMPLIANCE. The Team verified that teachers who taught advanced placement (AP) courses had AP training certificates.

PROGRESS REVIEW (October 2009)

Recommendations

1. The Team recommended that the Randolph Central Office staff verify scheduled course (WVEIS coding) prior to completing the 2nd month report.
2. The Team recommended that when Randolph County Board of Education receives an application from an applicant, that the personnel director copy incomplete applications before sending them to the college or other institution for record keeping.

Final Review (February 2011)

COMPLIANCE.

1. Letters from every principal verified that the schedules (WVEIS coding) were checked prior to the 2nd month report.
2. Copies of certification applications sent to the West Virginia Department of Education were on file.

PROGRESS REVIEW (October 2009)

Partial Compliance

The Team reviewed 2008-2009 evaluations for 11 coaches with the following findings: Eight coaches (baseball – Elkins High School, assistant baseball – Tygarts Valley High School, softball – Elkins Middle School assistant football – Tygarts Valley High School, cross country Elkins High School, cheerleading – Tygarts Valley High School, girls basketball – Elkins Middle School, assistant football – Elkins High School) met all requirements of evaluations. Two of the coaches' evaluations (boys basketball – Elkins High School and boys basketball – Harmon Elementary School) had not been completed and signed within four weeks of the conclusion of the sports season as required and one coach (golf – Tygarts Valley High School) did not have an evaluation for the 2008-2009 year.

Final Review (February 2011)

COMPLIANCE. The Team reviewed a sample of coaches' evaluations cited in the previous report. All evaluations reviewed had been completed according to Randolph County School District Policy 3220 and West Virginia Board of Education Policy 5310.

PROGRESS REVIEW (October 2009)

Partial Compliance

The Team reviewed a sample of teacher evaluations containing at least one teacher from each school with the following results. Twenty of the 22 evaluations reviewed met all requirements of State Board Policy 5300 and Randolph County Board of Education Policy 3220. The evaluation for one teacher (Elkins Middle School) with one year of service did not meet the requirements of policy because the first observation had not been conducted by November 1 and the three observations for the second evaluation did not have a conference within five days of completion and were not signed timely. The first observation was completed 3-31-09 and signed 6-4-09, the second observation was completed 3-31-09 and signed 4-15-09, and the third observation was completed 5-14-09 and signed 6-4-09. One teacher (Midland Elementary) employed July 16, 2007 did not have any evaluations.

Final Review (February 2011)

COMPLIANCE. The Team reviewed a sample of teacher evaluation, including the evaluations of the two teachers cited in the previous report for the 2009-2010 school year. All evaluations reviewed had been completed according to Randolph County School District Policy 3220 and West Virginia Board of Education Policy 5310. Note: One teacher had two observations rather than the three observations.

PROGRESS REVIEW (October 2009)

Progress

The evaluation process for all groups of personnel was much more organized with lists of personnel showing evaluation schedules and assignments. With the work and training completed, the school administrators in Randolph County Schools should be knowledgeable of the requirements of the West Virginia Board of Education Policy 5300 and Randolph County Board of Education 3220 regarding personnel evaluation. The monitoring system now in place should ensure all personnel are evaluated as required by policy. Randolph County will need to check professional support personnel evaluations, in particular, to assure all evaluations are completed according to West Virginia Code and State Board policy.

Final Review (February 2011)

COMPLIANCE. The Team was provided all needed information on personnel assignments and evaluation schedules. The evaluation information was complete, well organized, and easy to use. Randolph County School District personnel had been provided additional training on the evaluation policies and processes and were very knowledgeable of these policies and processes. The system in place to monitor personnel evaluations appeared to be working well.

7.8. LEADERSHIP.

7.8.1. Leadership. Leadership at the school district, school, and classroom levels is demonstrated by vision, school culture and instruction, management and environment, community, and professionalism. (Policy 5500.03)

PROGRESS REVIEW (October 2009)

Compliance. All Randolph County Board of Education members stressed the importance of running the excess levy this school year (2009-2010). The superintendent was meeting with the various community groups to develop strategies for passing the levy. All board members supported this initiative.

The county superintendent has been active in the various communities in Randolph County, held public forums at various locations in the county, presented at numerous community organizations and agencies, communicated with the media, and involved local businesses in school system improvement. Randolph County Board of Education members stated that the county superintendent's emphasis on accountability at all levels was developing community confidence in the board of education. Board members stated that "tearing down old Elkins High School" is making people feel good about the school system and they are wanting school and school district improvement.

Final Review (February 2011)

The Team reviewed minutes and agendas of the Randolph County Board of Education from October 2009 to the present and interviewed two board of education members and the county superintendent. The Team commended the accomplishments of the Randolph County School District and observed the county board office to be functioning professionally in a business like yet welcoming manner. Documents and information relevant to the Education Performance Audit were organized and readily available. Personnel provided information and answered questions with a thorough knowledge of their duties and responsibilities.

The Randolph County Board of Education and Superintendent of Randolph County School District detailed three areas for the Five Year Levy Call. These included:

1. Instruction with \$1.2 million annually;
2. Technology with \$1.1 million annually, and
3. Maintenance and Facilities with \$1.1 million annually.

The community actively supported this levy for the necessary resources to provide the education system the means, structures, functions, and supports that will have long term benefits for the students in Randolph County.

PROGRESS REVIEW (October 2009)

Partial Compliance

This issue has been corrected through the county superintendent's reorganization of the central office. An assistant superintendent was assigned personnel responsibilities and was working diligently to learn the personnel process. The Team reported substantial improvements in personnel and only a few areas remained issues.

Final Review (February 2011)

COMPLIANCE. The Team reported that all previous personnel noncompliances and recommendations had been corrected.

8.1. INDICATORS OF EFFICIENCY.

8.1.3. Facilities. Schools are operated efficiently, economically, and without waste or duplication, and the number and location of schools efficiently serves the student population. (W.Va. Code §18-9D-15 and §18-9D-16 (d))

PROGRESS REVIEW (October 2009)

Progress

Randolph County corrected the health and safety problems identified by the OEPA Team and performed basic school maintenance and cleaning that improved the schools' aesthetics and safety. A process was underway to demolish the old vacant Elkins High School which is an eyesore and presented safety concerns.

Costly facility items continued to be prevalent and Randolph County is severely limited in fiscal resources to improve the existing conditions. A roof or heating, ventilation, and air conditioning system (HVAC) replacement would devastate the school system's finances. Absence of an excess levy results in the inability of the county to perform essential building and equipment replacement.

Final Review (February 2011)

COMPLIANCE. Passage of the 5-Year Levy that specified \$1.1 million dollars annually for maintenance and facilities will enable Randolph County to maintain and provide preventive maintenance for the current facilities. In the future, it may be necessary for the county to consider placing a bond before the public essential for securing funds from the School Building Authority (SBA) to replace and/or renovate aging facilities.

**Randolph County School District
Approval Recommendation
December 9, 2009**

As a result of major improvements in the county school system, the Office of Education Performance Audits recommended that the West Virginia Board of Education grant Randolph Full Approval status with the following provisions.

1. The OEPA conduct an Education Performance Audit, in the fall of 2010, of the deficiencies that had not been corrected.
2. The West Virginia Board of Education continue oversight for two years (December 2011) of the Randolph County School System to assure that the current improvements and progress are sustained and student performance increases.

**Summary
April 2011**

The Randolph County School District has continued to move forward since the December 2009 Education Performance Audit Progress Report showed major improvements in the county school system and the State Board granted the county Full Approval status. At that time the West Virginia Board of Education determined to continue oversight for two years to assure that the current improvements and progress have been sustained and student performance increases.

The continued improvements in the county school system combined with the cooperation and determination of the Randolph County Board of Education, Superintendent of Randolph County Schools, and staff leads to the following recommendations.

1. The Office of Education Performance Audits (OEPA) recommends that the West Virginia Board of Education continue the Full Approval status of the Randolph County School District.
2. The OEPA recommends that the State Board release the district from the oversight provision.